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ABSTRACT

This annual report on a comprehensive 5-year program for the improvement of library services in New York State is intended to: (1) provide a benchmark for the continuing planning, development, and evaluation of library services in the state; (2) summarize the objectives, policies, and programs undertaken for the improvement of library services, particularly those that the Federal Library Services and Construction Act (LSCA) helps to finance; (3) provide current, basic information on libraries and library systems in New York; (4) serve as a guide to library systems, regional planning groups, and other agencies that wish to participate in the LSCA program; and (5) meet LSCA requirements. The report begins with an overview of libraries in the state and their political environment. Libraries, library systems, and networks are described in the second section, and the third discusses library resource sharing and technological change. Constraints on library services and priority needs are covered in the fourth section; the fifth summarizes state and LSCA goals; and the report concludes with a discussion of 10 library program objectives. A 25-item bibliography is included. (MES)

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library service to the people of New York State

a long-range program

The University of the State of New York
The State Education Department
Albany, New York 12230

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LIBRARY SERVICE to the PEOPLE OF NEW YORK STATE

A Long-Range Program
October 1, 1988 – September 30, 1993
for the
Improvement of Library Services Utilizing
Local, State, and Federal Resources
Adopted by The Board of Regents
March 25, 1988

The State Education Department
The New York State Library
Cultural Education Center
Albany, New York 12230
1988

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Books are the link between democracy and enlightenment. They do not coerce, they convince. They are a link between the record of years gone by and the hope of tomorrow.

–James H. Billington
The Librarian of Congress
1988

The Long-Range Program: Ideas From Many, Uses By Many

This is the eleventh edition of *Library Service to the People of New York State*, a comprehensive five-year program for the improvement of library services in New York State. This document is revised each year and is intended to:

- Provide a benchmark for the continuing planning, development, and evaluation of library services in New York State.
- Summarize for the Board of Regents, the State Education Department, New York State libraries, agencies and organizations with an interest in library services, and interested citizens of the State, the objectives, policies, and programs undertaken for the improvement of library services, particularly those that the Federal Library Services and Construction Act (LSCA) program helps finance.
- Provide current, basic information on libraries and library systems in New York State.
- Serve as a guide to library systems, regional planning groups, and other agencies that wish to participate in some way in the LSCA program.
- Meet the requirements of the Federal Library Services and Construction Act and the regulations of the U.S. Secretary of Education under that act.

Staff of the New York State Library and members of the LSCA Advisory Council have prepared this document (and its earlier versions) over several years. Others who review and contribute to this document are, within the State Education Department, the Commissioner of Education, the Executive Deputy Commissioner of Education, and the Deputy Commissioner for Cultural Education, and an LSCA Administrative librarian in the U.S. Department of Education. This long-range program is approved by the Board of Regents of The University of the State of New York.

The State Education Department and all associated with the library development program recognize the need for continuous evaluation and planning. This principle is observed in publications and action. Seven basic policy documents for today's library service program in New York State are: *The Regents Long-Range Plan for the Office of Cultural Education*; *Meeting Information Needs of the 80's* (the 1981 Report of the Commissioner's Committee on Statewide Library Development); *Libraries & Technology...* (the 1987 report of the Statewide Automation Committee); the *Long-Range Program*; the *LSCA Annual Program Statements*; *Major Recommendations of the Regents for Legislative Action*; and *Federal Legislation and Education in New York State*.

There are two supplements to this *Long-Range Program*: *LSCA Program Purposes: Needs and Intended Action* (Supplement 1), and *Policy Guidelines on the Administration of LSCA Funds (Supplement 2)*. Each is revised annually.

The Libraries of New York State and Their Political Environment

Libraries — An Overview

Libraries have played a major role in New York State throughout its history. Most New York State communities support a public library. Many such libraries date back to the middle and early 1800s. Among them are public and private institutions that were founded and developed through gifts, bequests, and endowments. Some are of national and international repute and help establish library and information services as a major resource of the State.

In addition to these public libraries, the State has educational and academic institutions with library collections of great size and excellence. The State itself has supported a State Library since 1818. This vast research library is today the country's leading state library, with a collection of two million volumes and millions of documents, manuscripts, maps, and other items. State-level library extension and development programs antedate this century and, under the leadership of the Regents and the Education Department, are exemplary for the nation.

The new technologies and the information explosion have multiplied demands on public libraries. These libraries, and libraries of all types, have been changing in response to increasing demands by a better educated citizenry.

New York State's libraries draw researchers from throughout the nation and the world. They are leaders in the development of innovative services, and the State's library systems were among the first in the nation. The following facts about libraries and library systems in New York State are notable:

- The State's 7,000 public, academic, school, special and institution libraries are a remarkable resource — with 178 million books, films, pictures and manuscripts, 11,784 librarians, 13,751 other employees, and annual operating expenditures of $861 million.
- State policy on library services is strengthened and is part of Education policy because libraries are the responsibility of the Board of Regents of The University of the State of New York.
- An outstanding regional public library program, composed of 22 systems enables public libraries of all sizes to provide quality service for users.
- Forty-six school library systems serve most of the public school districts in the State; there are school libraries in more than 95 percent of the public elementary and secondary schools, and in more than 75 percent of the nonpublic schools.
- Nine regional reference and research library resources systems share resources to meet the reference and information needs of college and university graduate students and faculty, members of the professions, special library users, school students, and other clientele.
- Academic library resources of 248 colleges and universities and collections of The New York Public Library Research Libraries are a major part of the State's total library resources.
- Unparalleled special library resources in corporations, cultural institutions, voluntary

associations, business, and government agencies are available to both special and general clientele.

- The New York State Interlibrary Loan (NYSILL) Network -- the State's first major service linking libraries of all types – is the most fully developed statewide interlibrary loan network in the nation.
- The medical library network – one of the nation's most comprehensive information resources in the health field, including the 12 medical schools and many leading health care and research institutions throughout the State – cooperates with the State Library and library systems in providing information to researchers, practitioners, and the public.
- The State provides substantial aid to support library systems and to provide incentives for resource sharing.
- The New York State Library is both a great research library and the library development agency for the State. It is the country's only state library that qualifies for membership in the prestigious Association of Research Libraries.

A comprehensive program involving all types of libraries is required to meet the informational, cultural, and recreational needs of all the people of the State. Most parts of this program are already in place. Others are being developed as library planners work with legislation, rapidly developing technologies, and a changing environment of information services.

Libraries are more important because people in our "information society" need to learn throughout their lives. People come to libraries in search of information and learning and to use leisure time more profitably. Today, libraries supply information in a wide range of formats including printed materials, microforms, computer software, recordings, films, discs, and videotapes. Demand has also increased for research-level materials from postsecondary education, high technology industry, Federal, state and local governments, business, and industry. Technology makes it possible to learn about information resources, and access to these resources has increased.

State Government

Education in New York State is under the direction of the Board of Regents, whose powers are provided for in the State Constitution.

The Board of Regents consists of 16 members (1 from each of the State's 12 judicial districts, and 4 elected at large), each elected for a term of seven years. The Commissioner of Education, appointed by the Board of Regents, is the chief educational administrator and President of The University of the State of New York, which encompasses all of the educational activities of the State. The Board of Regents and the Commissioner determine broad policy and standards for all education in New York State.

Under the Deputy Commissioner for Cultural Education, the Assistant Commissioner for Libraries and State Librarian administers the State Library and is the chief library officer for the State. The New York State Library is comprised of two major units: The Library, and the Division of Library Development.

The Bureau of School Library Media Programs is within the Division of General Education, under the Deputy Commissioner for Elementary, Secondary and Continuing Education. Staff of this bureau cooperate with staff of the Division of Library Development in library development programs. School library system development is the responsibility of the Division of Library Development and is carried out by staff in the Division and the Bureau with the assistance of a school library system policy team. The team is headed by the Assistant Commissioner for Libraries, assisted by the Director of the Library Development Division, and the Chief of the Bureau of School Library Media Programs.

The Legislative Branch of government includes the Senate of 61 members and the Assembly of 150

members. The Legislature elects the members of the Board of Regents, formulates State Education Law, and appropriates funds for the State Education Department and library programs. Library legislation is considered by the Assembly Subcommittee on Libraries (reporting to the Assembly Higher Education Committee) and the Senate Subcommittee on Libraries (reporting to the Senate Education Committee).

The Executive Branch of government includes the Governor and State departments and agencies. The Governor, through the Division of the Budget, prepares the State budget and submits it to the Legislature each January. General oversight of State funds is the responsibility of the Department of Audit and Control, headed by the State Comptroller, an elected official.

The Judicial Branch includes all State courts. The courts may decide legal questions relating to libraries and may decide appeals (under specific circumstances) from decisions of the Commissioner of Education.

SUMMARY OF LIBRARY STATISTICS – 1986

	Total Number	Total Volumes	Professional Staff	Support Staff	Total Operating Expenditures	Expenditures Salary	%	Expenditures Materials	%
Public[a]	737	56,700,041	3,711	7,193	$423,077,813	$262,265,701	62%	$ 60,901,155	14%
Academic[b]	275	61,990,675	2,758	3,694	$261,635,796	NA	NA	$ 73,281,933	28%
School[c]									
Public	3,799	41,619,662	3,422	2,209	$140,589,135	$100,030,521	71%	$ 25,124,396	18%
Nonpublic	1,803	10,216,499	1,398	NA	NA	NA	NA	NA	NA
Institution[d]	159	694,601	60	90	$ 3,082,031	$ 1,856,794	60%	$ 788,556	26%
Medical[e]	197	4,732,750	333	432	$ 23,366,001	NA	NA	$ 7,929,311	34%
New York State Library[f]	1	2,009,402	102	133	$ 9,295,371	$ 4,782,252	51%	$ 2,026,247	22%
TOTAL	6,971	177,963,630	11,784	13,751	$861,046,947	$368,935,268	43%	$170,051,598	20%

[a] *Public and Association Libraries Statistics 1986*
[b] *Selected Statistics on Postsecondary Libraries in New York State, Fall 1986 and Fiscal year 1985-86*, October 1987
[c] SED Information Center on Education, Public/Nonpublic school library statistics, 1986-87
[d] *Institution Libraries Statistics 1985/86*
[e] *A Directory of Medical Libraries in New York State, 1985*
[f] *New York State Library: 1987* and 1986-87 ARL Questionnaire
NA – data not available

New York State Library
October 1987

A popular Government, without popular information, or the means of acquiring it, is but a Prologue to a Farce or a Tragedy; or, perhaps both. Knowledge will forever govern ignorance: And a people who mean to be their own Governors must arm themselves with the power which knowledge gives.

– James Madison
1822

Libraries, Library Systems and Networks

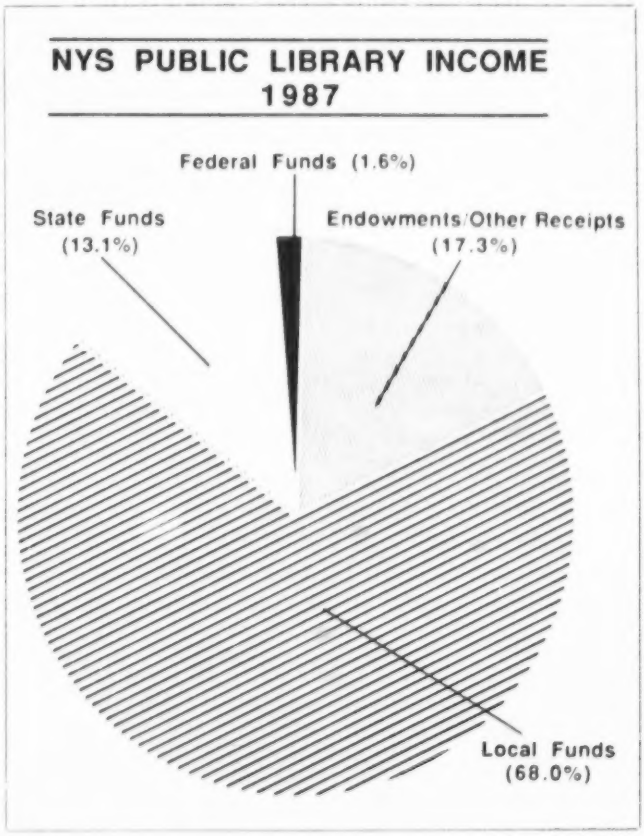
Some 7,000 libraries serve the people of New York State. Most of these libraries are linked with others in resource sharing systems and networks. These libraries have book collections of some 178 million volumes. Brief summary data on the several types of libraries are shown in the table on the preceding page.

Public Libraries. The people of New York State are served by 737 chartered public libraries and over 390 branch libraries. Of these chartered libraries, 734 are members of the 22 public library systems. Some 53 percent of the libraries (390) in the State are small, serving a population of fewer than 4,999 people. Only 105 of the libraries (nearly half of which are located on Long Island) serve a population of 25,000 or more. The Brooklyn, The New York and the Queens Borough public libraries serve more than 40 percent of the population of the State.

In 1986 the total public library operating expenditure in New York State was $423 million. The main financial support for public libraries in New York State (an average of 70 percent) comes from local public funds ($296 million in 1986). The average per capita expenditure for public library service (including that for public library systems) in 1986 was $24.10.

The Regents of The University of the State of New York charter (i.e., incorporate) the public libraries. A library serves a village, town, city, county, school district, a combination of these units, or in exceptional cases a special library district established by the Legislature. These libraries are subject to State Education Law and to the Regulations of the Commissioner of Education. A board of trustees governs each library, with specific powers and responsibilities under Education Law. Each public library board is autonomous. The four major types of public libraries (and the number in the State) are:

Municipal (209). Created by a village, town, city, or county government (5-11 trustees appointed by local government).



Association (392). Created by a membership association. Contracts with a unit of government or a school district to provide library services (5-25 trustees elected by the membership of the association).

School district (127). Created by vote of the school district electorate or a city board of education (5-11 trustees elected by the voters of the district or appointed by a city board of education).

Special district (9). Created by the State Legislature to serve a part of one or more municipalities. Appointment or election of trustees varies, depending on the legislation that established the districts.

Public Library Systems. The 22 public library systems authorized by Education Law (dating back to 1950) have as members all but 3 of the 737 public libraries in the State. The Board of Regents charters the public library systems, which operate under plans of service approved by the Commissioner of Education.

Typical functions of a public library system are: coordination of services; extension of service to all parts of the area; cooperative development of central library collections; education and in-service training; experimentation and evaluation; resource sharing through union catalog services, loan of film and video materials, interlibrary loan, interface with the New York State Interlibrary Loan (NYSILL) network and delivery service; and program development.

State support for public library services is made available through the 22 public library systems. In 1988, this support amounts to $56.6 million. Of this sum, $7.7 million is earmarked as Local Library Incentive Aid to be shared with all member libraries and $6.3 million is designated for the

central library programs. The remainder is expended by the systems for programs and support services reinforcing local libraries. The statutory formula for State aid to public libraries establishes the amounts which the State Education Department distributes to the systems. The formula includes:

per capita payments	$ 14.4 million
reimbursement for library materials expenditures	10.5 million
payments based on square miles served	2.6 million
payments based on number of counties served	1.5 million
central library aid	6.3 million
local library incentive aid	7.7 million
earmarked aid for The Research Libraries, NYPL	5.6 million
earmarked aid for Brooklyn, Buffalo & Erie, Nassau	.4 million
coordinated outreach	2.7 million
aid for services to State-operated correctional facilities	.3 million

System payments in 1988 range from $879,713 to Clinton-Essex-Franklin Library System (population 161,855) to $13.68 million to The New York Public Library (population served, 2,949,470). The latter payment includes $5.6 million specifically earmarked for the Research Libraries.

There are four types of public library systems in New York State. A *consolidated system* is chartered as a single entity under a board of trustees; all

PUBLIC LIBRARY SYSTEMS PROFILE I: MEMBERSHIP, RESOURCES AND USE, 1985

	Type	Population 1980 Census	Square Miles	Number of Counties	Number of Members	Total Holdings	Per Capita Holdings	Total Circulation	Per Capita Circulation
Brooklyn	C	2,230,844	70	1	1	4,575,464	2.05	8,776,699	3.93
Buffalo-Erie	F	1,015,472	1,046	1	24	4,169,168	4.11	5,816,073	5.73
Chautauqua-Cattaraugus	Co	232,622	2,370	2	34	1,149,868	4.94	1,806,597	7.77
Chemung-Southern Tier	Co-F	287,760	3,507	5	37	1,241,117	4.31	1,363,935	4.74
Clinton-Essex-Franklin	F	161,855	4,491	3	29	819,423	5.06	761,850	4.71
Finger Lakes	Co	299,344	2,519	5	29	848,803	2.84	1,362,286	4.55
Four County	Co	368,891	4,052	4	43	1,338,630	3.63	2,444,228	6.63
Mid-Hudson	Co	549,962	2,948	4.8	64	1,547,761	2.81	2,311,594	4.20
Mid-York	Co	385,330	3,292	3	43	1,430,181	3.71	1,939,354	5.03
Mohawk Valley	Co	288,248	1,730	4	14	993,669	3.45	1,238,887	4.30
Nassau	Co	1,321,582	287	1	54	8,170,439	6.18	11,721,531	8.87
New York	C				1				
– Branch Libraries		2,949,470	123	3		8,626,903	2.92	9,834,147	3.33
– Research Libraries		7,071,639[1]	302[1]			30,462,278	4.31	–	
Nioga	Co	325,250	1,412	3	21	1,328,097	4.08	1,646,702	5.06
North Country	Co	341,341	6,239	4	64	1,249,760	3.66	1,500,805	4.40
Onondaga	F	463,920	785	1	21	2,130,721	4.59	2,821,927	6.08
Pioneer	Co-F	972,629	3,140	5	60	3,415,827	3.51	7,348,639	7.56
Queens	C	1,891,325	109	1	1	8,177,542	4.32	10,937,592	5.78
Ramapo Catskill	Co	615,080	2,481	3.2	47	2,152,761	3.50	3,275,392	5.33
Southern Adirondack	Co	268,442	4,250	4	29	930,739	3.47	1,370,094	5.10
Suffolk	Co	1,284,231	912	1	54	6,681,033	5.20	11,765,108	9.16
Upper Hudson	Co	437,875	1,178	2	26	1,508,229	3.44	2,166,122	4.95
Westchester	Co	866,599	438	1	38	4,650,117	5.37	5,940,280	6.85
TOTAL		17,558,072	47,379	62	734	97,598,530	5.56	98,149,842	5.59

[1] not included in totals

C – Consolidated; F – Federated; Co – Cooperative; Co-F – Co-federated

New York State Library
December 1987

libraries are branches of the main library. These include the Brooklyn Public Library, The New York Public Library and the Queens Borough Public Library.

A *federated system* is created by action of the board or boards of supervisors or legislature of the county or counties involved, while the members (legally chartered libraries) retain their own independent boards. Clinton-Essex-Franklin Library System, Onondaga County Public Library, and Buffalo and Erie County Public Library are federated library systems.

A *cooperative system* is an association created by agreement of the boards of chartered member libraries, which retain their autonomy. There are 14 cooperative systems: Chautauqua-Cattaraugus; Finger Lakes; Four County; Mid-Hudson; Mid-York; Mohawk Valley; Nassau; Nioga; North Country; Ramapo Catskill; Southern Adirondack; Suffolk Cooperative; Upper Hudson; and Westchester.

Chemung-Southern Tier and the Pioneer Systems are sometimes identified as *co-federated* library systems. The Chemung-Southern Tier system was formed as a confederation of the Steele Memorial Library of Chemung County System (a federated system) and the Southern Tier Library System (cooperative). The Pioneer Library System is a confederation of the Livingston (federated), Monroe (federated), Ontario (cooperative), Wayne (federated) and Wyoming (cooperative) county library systems.

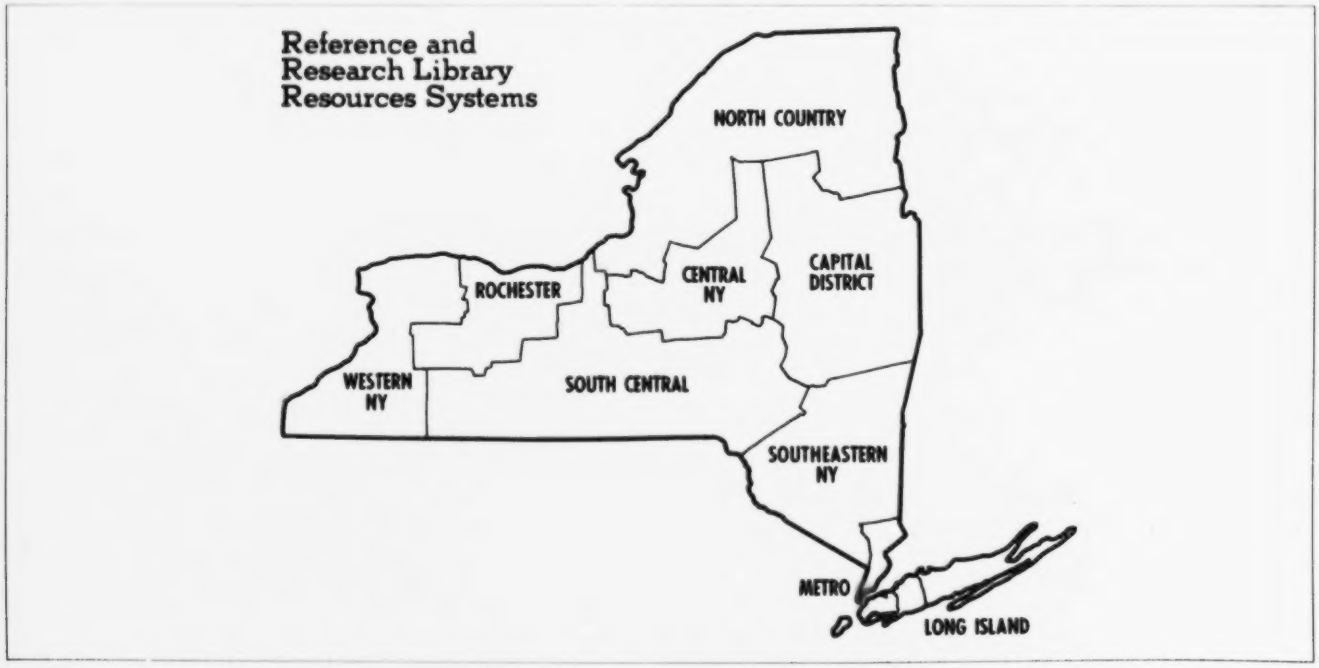
Member library boards elect the boards of trustees of cooperative systems. The parent governmental units of consolidated and federated library systems appoint their boards. Each library system has a legally designated central library or co-

PUBLIC LIBRARY SYSTEMS PROFILE II: FINANCIAL SUPPORT 1985

System	Total Support	Per Capita Support	Total Expenditures	Per Capita Expenditures	State Aid	Per Capita State Aid
Brooklyn	$ 36,735,658	$16.47	$ 38,486,707	$17.25	$ 5,457,187	$2.45
Buffalo-Erie	17,143,826	16.88	17,103,383	16.84	2,825,079	2.78
Chautauqua-Cattaraugus	3,998,981	17.19	3,906,678	16.79	1,191,101	5.12
Chemung-Southern Tier	4,023,332	13.98	4,656,731	16.18	979,074	3.40
Clinton-Essex-Franklin	2,345,876	14.49	2,365,149	14.61	1,200,662	7.42
Finger Lakes	3,408,981	11.39	3,412,865	11.40	1,082,548	3.62
Four County	5,472,424	14.83	5,264,072	14.27	1,473,766	4.00
Mid-Hudson	6,652,948	12.10	6,506,608	11.83	1,622,954	2.95
Mid-York	4,902,965	12.72	4,478,119	11.62	1,309,553	3.40
Mohawk Valley	4,323,917	15.00	4,360,891	15.13	1,093,284	3.79
Nassau	50,400,210	38.14	53,204,076	40.26	3,228,642	2.44
New York						
—Branch Libraries	58,512,867	19.84	58,512,867	19.84	7,481,937	2.54
—Research Libraries	63,010,044	8.91	63,010,044	8.91	7,345,509	1.04
Nioga	4,538,476	13.95	4,335,387	13.33	1,125,815	3.46
North Country	3,863,178	11.32	3,840,511	11.25	1,431,337	4.19
Onondaga	9,818,581	21.16	9,483,264	20.44	1,245,068	2.68
Pioneer	17,054,820	17.53	16,988,722	17.47	2,752,588	2.83
Queens	38,500,514	20.36	37,637,516	19.90	4,587,325	2.43
Ramapo Catskill	12,531,404	20.37	13,838,198	22.50	1,594,217	2.59
Southern Adirondack	3,569,477	13.30	3,500,511	13.04	1,248,591	4.65
Suffolk	48,118,609	37.47	49,321,042	38.41	3,082,740	2.40
Upper Hudson	7,090,714	16.19	9,320,276	21.29	1,212,195	2.77
Westchester	29,446,933	33.98	30,079,211	34.71	2,392,680	2.76
TOTAL	$435,464,735	$24.80	$443,612,828	$25.27	$56,963,852	$3.24

Source: *Public and Association Libraries Statistics 1986*

New York State Library
December 1987



central libraries from which member libraries receive systemwide reference and interloan services.

Reference and Research Library Resources Systems. Reference and Research Library Resources Systems are regional consortia of libraries in publicly and privately supported colleges and universities, special libraries (both in corporate and not-for-profit organizations), public library systems, and school library systems. The Board of Regents charters the systems, which operate under plans of service approved by the Commissioner of Education. Boundaries of the systems match those of public library systems. In 1988 State support for these systems is $3 million (a $230,000 base grant, plus five cents per capita and $1.15 per square mile). Payments range from $267,499 for North Country to $627,763 for METRO.

These systems enable academic, hospital, law, business, and other special libraries, public library systems, and school library systems to share resources. They provide interlibrary loan, delivery, database development, reciprocal access, and other services to meet the reference and information needs of library users, students, and faculty of institutions of higher education, the professions, and others. These systems also coordinate and administer such State aid programs as the hospital library services program, the coordinated collection development program, and the regional database program. The hospital program ($1.3 million) was authorized to bring rural hospital libraries into resource sharing programs. The coordinated collection development program provides grants totalling $1.4 million to public or nonprofit independent colleges or universities that agree to share resources through the reference and research systems. The program for regional databases for interlibrary resource sharing provides $3 million, of which $1.6 million is administered by the reference and research library system.

The reference and research library system boards have the responsibility to work with their members, including the school and public library systems, in keeping current a five-year plan for regional bibliographic databases, and for developing, with the aid of a regional automation committee, annual programs and budgets for accomplishing the plan.

Nine systems cover the entire State. Their members include all 22 public library systems, the 46 school library systems, and about 720 other libraries, including academic and research libraries, special libraries, hospital, and other health agency libraries. Regulations of the Commissioner of Education establish standards of membership. The systems are governed by boards of trustees elected by the membership. These boards include representatives of member libraries, public library systems, and lay persons from the research community served by the system.

School Library Media Centers. New York State has nearly 3,800 school library media centers within school buildings operated by 723 local Boards of Education. Commissioner's Regulations require libraries in all public schools, but librarians are required only in secondary schools. Approximately 3,400 school librarians staff the libraries in public schools.

More than 2.5 million children attend public schools and over .5 million attend nonpublic schools. Most of the school districts serve relatively small populations. Of the 723 school districts, 650 have enrollments of under 5,000 pupils. Approximately 39 percent of the students are in the five largest cities (New York City, Buffalo, Rochester, Syracuse, and Yonkers).

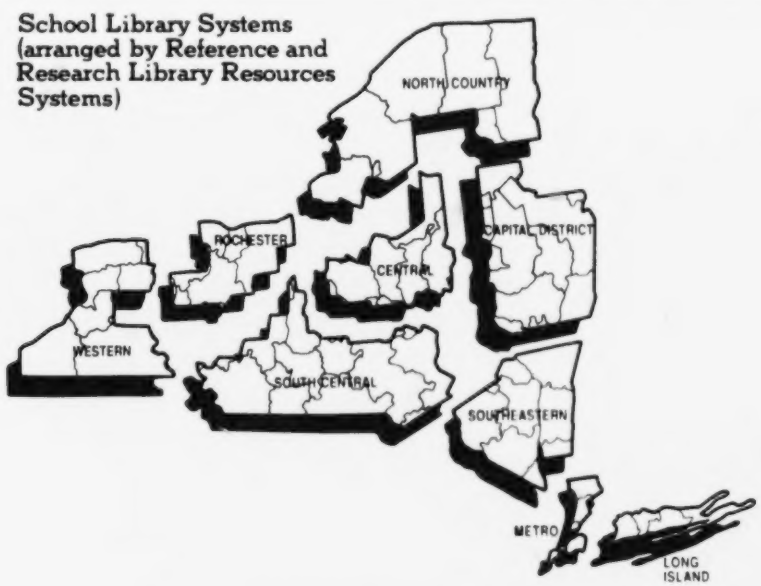
The Regents 1984 *Action Plan to Improve Elementary and Secondary Education Results in New York State* has caused changes in education that increased the need for quality school library service. Because of the *Action Plan* requirements, there is an increase in the study of second languages, science, mathematics, social studies and other fields. Cross-disciplinary approaches, new curricula, and an emphasis on logical and creative thinking and problem solving, are creating new expectations for library services and use. The school library must help students develop the skills and attitudes needed to become lifelong learners.

School Library Systems. The need for new, often expensive, materials to support curriculum and the need to draw from a growing number of information sources now make it impossible for a school library to stand alone. Like other libraries, school library media centers find it difficult to have the wide range of books, periodicals, pamphlets, maps, films, and other materials their users need. School libraries in New York are members of systems that make it possible for them to participate effectively in broader resource sharing involving all types of libraries.

In 1984, the State Legislature, after support for 12 pilot school library systems, authorized establishment of school library systems based upon the State's 41 Boards of Cooperative Educational Services (BOCES) and the 5 large-city school districts. Nonpublic school libraries are eligible to participate in the systems. The systems, which began operation in school year 1985-86, are supported by State aid totalling $5.1 million. Systems qualify for aid on the basis of an approved plan of service, and aid is allocated by a formula which take into account the number of participating school districts and nonpublic schools and the number of pupils served. Maximum system grants in 1986-87 range from $78,295 for the smallest system to $172,960 for the largest system serving under 500,000 pupils. New York City, with over 1.2 million pupils, receives $1,009,000.

Each system is developing a computer-based union catalog listing the materials in the school libraries comprising the system. Each system has an interlibrary loan and delivery system to make it easy for any school library to share resources. To tap the resources of public, academic and other libraries, each system is a member of one of the nine Reference and Research Library Resources Systems.

Institution Libraries. An estimated 96,000 persons are confined in more than 245 public institutions administered by various State agencies, New York City, and the counties. The administrators of these institutions and the agencies of which they are a part determine what library services these institutions provide. There are over 170 libraries in State-operated correctional, youth, mental health, and health facilities.



SCHOOL LIBRARY SYSTEMS

(arranged by the State's nine library regions)

CAPITAL DISTRICT
- Albany-Schoharie-Schenectady
- Hamilton-Fulton-Montgomery
- Saratoga-Warren
- Washington-Warren

CENTRAL NEW YORK
- Herkimer
- Madison-Oneida
- Oneida-Madison
- Onondaga-Cortland-Madison
- Syracuse City

LONG ISLAND
- Nassau
- Suffolk 1
- Suffolk 2
- Suffolk 3

METRO
- New York City
- Putnam-Northern Westchester
- Westchester 2
- Yonkers City

NORTH COUNTRY
- Clinton-Essex
- Franklin-Essex
- Jefferson-Lewis
- Oswego
- St. Lawrence-Lewis

ROCHESTER
- Livingston-Steuben-Wyoming
- Monroe 1
- Monroe 2-Orleans
- Rochester City
- Wayne-Finger Lakes

SOUTH CENTRAL
- Broome-Delaware-Tioga
- Cayuga-Onondaga
- Delaware-Chenango
- Otsego-Northern Catskills
- Schuyler-Chemung-Tioga
- Steuben-Allegany
- Tompkins-Seneca-Tioga

SOUTHEASTERN
- Dutchess
- Orange-Ulster
- Rensselaer-Columbia-Greene
- Rockland
- Sullivan
- Ulster

WESTERN NEW YORK
- Buffalo City
- Cattaraugus-Allegany
- Erie 1
- Erie 2-Chautauqua-Cattaraugus
- Genesee-Wyoming
- Orleans-Niagara

Chapter 718 of the *Laws of 1981* provided outreach funds to each public library system to expand services to several groups, including institutionalized persons. Residents of correctional facilities, hospitals, youth facilities, nursing homes, developmental centers, and psychiatric centers are among the people benefiting from this new legislation.

Since 1974, there have been modest annual appropriations, now $175,000, for extension of public library system services to local correctional institutions. In 1984, legislation authorized $340,000 in annual State aid to public library systems that provide services to State-operated correctional facilities. Sixteen public library systems provide such services, and receive $9.25 per inmate.

Increasing numbers of persons formerly in institutions are now returning to the community. Thus, more people are looking to their public libraries for the same empowering information upon which they came to rely when library outreach service was extended to them in the institution. Literacy, self-help, community resources, are some of the cornerstones of the bridge being forged between public library systems and the citizens of New York State living, for a time, in institutions.

College and University Libraries. The library resources of colleges and universities are an important part of the State's total library resources. New York State has more institutions of higher education than any other state except California and has the second largest student enrollment. Sixty-nine percent of high school graduates continue their education. In 1987 there were 248 degree-granting institutions of higher education in the State, of which 83 were public, 138 independent, and 27 proprietary. Almost 975,000 persons are enrolled in these institutions on a full-time or part-time basis. Of the total student body, 56 percent attend public institutions and 44 percent attend independent and proprietary institutions. About 35 percent of the graduate students and about 61 percent of the undergraduates in the State attend public institutions.

Academic library holdings total 62 million volumes. Of these, almost 67 percent are held by institutions in the independent sector, and almost 33 percent are held by public institutions. Eight university libraries in New York State (Columbia, Cornell, New York University, Rochester, Syracuse, SUNY Albany, SUNY Buffalo, and SUNY Stony Brook) meet the standards of the Association of Research Libraries (The New York Public Library and the New York State Library are also ARL members).

The State University of New York (SUNY) is one of two major public higher education systems in

PROFILE OF SYSTEMS AND LIBRARIES BY REGION

Intersystem Region/Area[a]	Academic Library Members[a]	Special and Institution Library Members[a]	Public Library Systems[b]	Public Library System Members[b]	School Library Systems[c]	School Library System Members[c]	Population	Land Area
Capital District	18	25	3	67	4	72	994,565	7,158
Central New York	14	34	2	64	4	58	849,250	4,077
Long Island	30	71	2	108	4	99	2,605,813	1,199
Metropolitan (New York City)	81	72	4	41[d]	4	46	7,938,238	740
North Country	12	31	2	93	5	72	503,196	10,730
Rochester	13	32	1	60	5	57	972,629	3,140
South Central	18	44	3	108	8	94	955,995	10,078
Southeastern	17	53	2	110	6	76	1,165,042	5,429
Western New York	18	72	3	79	6[e]	90	1,573,344	4,828
TOTAL	221	434	22	730	46	664	17,588,072	47,379

[a] *Reference and Research Library Resources Systems Annual Reports 1985-86*
[b] *Public and Association Libraries Statistics 1985*
[c] *School Library Systems Annual Reports 1985-86*
[d] Does not include 190 branches in the Brooklyn, New York Public and Queens systems.
[e] Reflects Chautauqua and Erie 2-Cattaraugus merger as of 1987

the State. Founded in 1948, the SUNY system consists of 4 university centers, 2 health sciences centers, 13 colleges of arts and sciences, 4 specialized colleges, 5 statutory colleges administered in cooperation with Cornell University and Alfred University, 6 agricultural and technical colleges, and 30 locally sponsored community colleges. In fall 1987, about 365,000 students were enrolled in SUNY.

The State University is governed by a Board of Trustees (appointed by the Governor) which determines the policies to be followed by the 34 State-supported campuses. The community colleges are governed by local boards of trustees. A central administrative unit provides coordinated direction of services to all units of the University. This includes an office for the coordination of SUNY library services.

SUNY library holdings include 14.5 million volumes.

The City University of New York (CUNY) dates from 1847, when the people of New York City established by referendum the Free Academy. The seven municipal colleges became The City University of New York in 1961. The CUNY system (19 units located throughout the five boroughs of metropolitan New York) consists of 11 four-year colleges, 6 two-year colleges, a graduate school and university center, and a school of law. In fall 1986, CUNY enrollment totaled about 183,000 students.

The City University's governing body is a Board of Trustees. Ten members are appointed by the Governor, and five by the Mayor of the City of New York, all with the advice and consent of the Senate.

CUNY library holdings number over 5.2 million volumes.

The 138 independent colleges and universities of New York are independent educational institutions, each with a charter from the Board of Regents or the Legislature and each with its own Board of Trustees. They include 12 universities, 55 college complexes and colleges, 8 engineering and technical schools, 18 health science centers and specialized colleges, 26 two-year colleges and 19 seminaries. The fall 1986 enrollment for the independent colleges and universities was about 396,000.

There are, in addition, 27 proprietary colleges (proprietary colleges are private profit-making institutions which offer degree programs in business and other fields) such as the Laboratory Institute of Merchandising and the Jamestown Business College. All but two are two-year schools. About 29,000 students were enrolled in these schools in fall 1986.

Library holdings of independent colleges and universities include almost 37 million volumes and holdings of the proprietary schools include some 105,000 volumes.

Every four years, the Regents prepare a Statewide Plan for the Development of Postsecondary Education in New York State. The Plan provides direction to the colleges and universities of the State and recommends action to the higher education community and to the Governor and the Legislature. In preparing for the 1988 Statewide Plan, the Regents asked colleges and universities to focus their attention on how they are addressing four societal concerns:

State Appropriations for Higher Education, FY 1987-88

	(in millions)
SUNY	$1,485.4
CUNY	679.7
Community Colleges	341.3
Bundy Aid	112.5
Medical/Dental Capitation	18.1
College Work-study Reimbursement	5.4
Programs for the Disadvantaged	80.2
Student Aid	420.5
Other	68.0
Total	$3,211.1

- Assuring full participation in society for all New Yorkers
- Assisting in the economic resurgence of New York State
- Enhancing the quality of life for all New Yorkers
- Making the most effective use of resources

To assure full participation in society for all New Yorkers, the Regents are committed to the development of a comprehensive strategy to address the high school dropout problem, which affects primarily minority children living in our urban centers. The Regents strongly advocate policies and programs that open access to higher education for economically and educationally disadvantaged persons, minority students, women, and handicapped persons. Academic libraries are important as postsecondary institutions meet the needs of nontraditional students, providing instruction and assistance in the use of the library resources and full reference services during evening hours and on weekends.

The Regents believe that postsecondary institutions must be actively involved in New York's efforts to assure continued economic growth. Basic and applied research, particularly academic research, is vital to the State's economic health and competitiveness. First-rate academic libraries are essential to research.

The Regents encourage links between universities and industry designed to marshal the resources of both sectors for the purpose of strengthening the State's economy. NYSERNet (the New York State Education and Research Network) is an example of a cooperative project designed to increase research capabilities of university faculty and corporate researchers.

Typically, college and university libraries are open to residents of the surrounding community. They maintain resources on economic and other matters that are of use to local business people and of interest to community residents in general.

In the 1984 *Statewide Plan for the Development of Postsecondary Education*, the Regents recommended that the Governor "seek from the Legislature increased support for the cooperative efforts linking academic and research libraries with one another and with special libraries, public libraries, and school libraries in networks that provide a wide range of access to resources." In 1986, the State increased funding to the nine reference and research library resources systems and to public library systems for automation programs to support bibliographic control and interlibrary sharing. The State also funds a special Coordinated Collection Development Aid program for academic libraries that are members of the nine reference and research library resources systems. The purpose of this program is to coordinate acquisitions and reduce unnecessary duplications in resources held by the academic libraries.

New York State Interlibrary Loan. New York State Interlibrary Loan (NYSILL) program, established in 1967, is a computerized library network that assures access to research libraries. Library users may gain access to NYSILL through any local library, which first requests its library system to locate and provide the needed material. Requests that cannot be satisfied within the system or region are sent to the State Library from one of the 56 NYSILL telecommunications sites. These requests are sent by microprocessor or other telecommunication equipment to transmit to the computer in the Education Department. The New York State Library serves as a central resource and referral center for the NYSILL network. The libraries to which it refers unfilled requests are:

American Museum of Natural History
Buffalo and Erie County Public Library
Columbia University
Cornell University
Engineering Societies Library
New York Academy of Medicine
The New York Public Library
New York University
Teachers College
Union Theological Seminary

The NYSILL staff can search bibliographic and holdings data in the Regional Medical Library (RML) network and the Research Libraries Network (RLIN). The microcomputer network provides transmission sites access to the State Library's catalog and to other transmission and RML sites. Delivery service has been improved through use of commercial carriers and cooperation with SUNY/OCLC.

A 1985/86 study of interlibrary loan service in New York State provides a basis for improving interlibrary service throughout the State. Increasingly, interlibrary loan is assisted by advances in the computerized database. The study recommended a computer system to link libraries across the State in a combined point-to-point and hierarchical configuration and track all interlibrary loan requests. In 1987, the NYSILL system launched ExpressILL, a fast-track interlibrary loan service in which a NYSILL site searches the State Library online catalog and automatically creates an interlibrary loan request. State Library staff provide one-day service in filling most ExpressILL requests. NYSILL also provides access to the University Microfilm International Articles Clearinghouse series through the State Library.

OCLC: Online Computer Library Center. OCLC is a computer system serving libraries from its headquarters in Dublin, Ohio. This shared bibliographic system offers a variety of library and information services and serves some 7,900 libraries in 50 states, Canada, Mexico, and Europe. (Some 150 of these libraries are in Europe, including the national libraries of Britain, France, Portugal, Scotland, and Wales.) Some 290 of the libraries are in New York State. Other New York State libraries participate through a "group access" program. OCLC began in 1969 as a not-for-profit educational consortium with the objectives of containing increases in library costs and increasing the availability of resources. It maintains a growing database on the order of 17 million bibliographic records and a total of some 275 million item locations. Academic libraries, public library systems, school libraries, and State agency libraries are among OCLC participants.

OCLC services are generally made available through regional networks. In New York State, the State University of New York contracts with OCLC in behalf of all types of libraries and the Assistant Vice Chancellor for Library Services of the SUNY Central Administration and a staff of 19 persons provide training and related network services. The system is self-supporting through fees charged the member libraries. The SUNY/OCLC network is advised by a 13-member State University of New York Network Advisory Committee (SONAC). The network operates the OCLC Interlibrary Loan Group Access Program (GAC) through which non-OCLC libraries, usually smaller local libraries of all types, have direct access to the OCLC online interlibrary loan system. GAC programs are administered regionally by the Reference and Research Library Resources systems. At present, eight systems (all except METRO) provide the service to some 131 non-OCLC libraries. The GAC program accounts for some 10 percent of the 220,000 ILL requests the SUNY/OCLC network currently processes each year.

RLIN: Research Libraries Information Network. Ten libraries in New York, including some of the largest research libraries, now participate in the Research Libraries Group, Inc., which includes the Research Libraries Information Network. RLIN members are Columbia University, Cornell University, The New York Public Library, New York University, New-York Historical Society, the University of Rochester, and the four SUNY University Centers. Their combined holdings exceed 29 million volumes. In addition to these "owner libraries," 11 other libraries, including the New York State Library, participate as special member libraries. The RLIN online database includes from New York State 9.5 million bibliographic records, and 25 million in the 36 owner-member research libraries and 51 associate special and affiliate libraries.

MILCS: Metropolitan Interlibrary Cooperative System. Some 3.1 million titles, showing 16 million holdings, are recorded in the MILCS database

maintained by the New York Public Library LIONS (Library Information Online Systems) facility. In addition to its online services, LIONS generates a computer-produced microfiche catalog of the NYPL catalog and a single catalog of the holdings of the Brooklyn Public Library and the 82 branches of The New York Public Library. In addition, the MILCS database is used to produce catalogs for libraries in Nassau, Suffolk, and Westchester Counties, and constitutes a major resource for the State.

UTLAS, Inc. The Westchester Library System and several school library systems in Long Island use UTLAS services and products. UTLAS, Inc., a bibliographic utility with a database of 30 million records, supplies computer-based systems, services, and products to libraries, enabling libraries to build and display online local bibliographic and holdings records. UTLAS provides online authority control linked to the bibliographic file. Currently, three academic libraries, one public library system, one special library, and one school library system in New York State use UTLAS as their primary cataloging utility. Four New York State school library systems use UTLAS as a retrospective conversion utility, and three New York State academic libraries have employed UTLAS for major retrospective conversion and authority file linkage projects. In addition to network services, UTLAS offers local systems. The Westchester Library System uses the UTLAS local systems service.

Government Documents Depository Libraries. The variety and scope of government documents of all jurisdictions offer libraries a rich source of acquisitions to meet the entire range of community needs. Improved awareness of and access to these publications have a high priority.

The State Library (a Regional Depository for Federal publications) and the 92 selective depositories within New York State have developed a coordinated State plan for Federal Depository library service. Elements of the plan are collection and staff development, regional cooperative acquisitions and retention, improved communications and bibliographic awareness among depositories, strengthened on-site and interlibrary loan services, and greater emphasis on publicizing the availability of Federal information. An Advisory Council on Federal Depository Library Service was established in 1983 to implement the plan and evaluate accomplishments.

Ninety-nine libraries in New York State are depositories for publications of New York State government. Libraries in the depository program are chosen on the basis of location and for their ability to maintain a documents collection and make it available to the public. As a result every New York State resident can consult State government publications in a nearby library. Changes will be made in the system in 1988 to make information about State government publications available in more libraries and to provide greater access to the full range of State publications.

Health Information Library Services. The federally funded Regional Medical Library (RML) network, operating under a contract between the New York Academy of Medicine and the National Library of Medicine, provides access to specialized health information resources in the Northeast (RML Region I). In New York State, five libraries serve as resource libraries: Columbia University Health Sciences Library, the Medical Library Center of New York, the New York Academy of Medicine, State University at Buffalo Health Sciences Library, and the State University Health Services Center at Syracuse Library. These libraries have direct access to the State Library's online catalog and the NYSILL telecommunications system through microcomputer terminals. In addition, 15 other New York State libraries serve as Area Libraries in the RML network.

During 1984-85 the five resource libraries received 207,775 Region I interlibrary loan requests from libraries in New York State for health information materials. Of these requests, 168,411 were filled and 28,863 were referred to other libraries. Because the New York Academy of Medicine also serves as a resource library for the NYSILL network, NYSILL requests not filled by the Academy may be switched to RML resource libraries in other states

and the National Library of Medicine; RML libraries in New York State may access NYSILL directly.

Since 1981, the New York State Library has contracted with the New York Academy of Medicine to purchase library service coupons for use by the Reference and Research Library Resources Systems. These coupons are used to obtain interlibrary loan services from subcontracting libraries in the RML program. Coupons are allocated by the State Library among the reference and research library systems using a formula based on the number of health-related institutions in each region. Within the regions the coupons are distributed according to a plan developed by each system.

The purpose of this program is to improve access to health information in New York State, make the resources of the RML network directly accessible by libraries in the reference and research library regions, encourage the full use of local and regional health information resources before accessing other resources in the RML and NYSILL networks, and facilitate referrals to the most appropriate locations in both networks.

In addition, the New York State Library has implemented a hospital library service program through the reference and research library systems. The program provides services to hospital libraries, enabling those libraries to meet standards established by the Regents, and to participate in resource sharing networks.

The public library is a way of escape from the narrow area of our individual libraries into the field, finite, no doubt, but unbounded, of the wisdom and experience of all mankind. It is not the only way of escape, but for the majority of us it is by far the widest and the easiest to pass through, thus the one that we should be most careful to keep open free from impediments.

– Gerald W. Johnson
1956

Library Resource Sharing in New York State and Technological Change

Library resource sharing in New York State is grounded in the 35 years of systems development described in the previous chapter. The systems, which cover the entire State, provide the means by which library resources are made available to all the residents of the State. These systems, and the State Library, have a long-standing commitment to the use of technology to improve services, increase efficiency, and constrain cost increases.

The State Library's initiatives in adoption of technology include use of a mainframe computer for interlibrary loan communications since the 1960s, telefacsimile experimentation, OCLC membership since 1973, an online catalog since 1980, and systematic use of OCLC and other databases since 1980 in building a statewide machine-readable union list of serials.

The public library systems, reference and research library systems, and school library systems use technology to achieve the Regents goal of timely and free access to a full range of information resources and services through local libraries within systems and networks. Together, these systems, with State assistance under the regional database program approved by the Legislature in 1984, are using the bibliographic utilities identified in the previous chapter to develop a statewide machine-readable database of resources.

The regional database program requires library systems in each of the nine library regions of the State to develop a plan for a regional database which meets national and state standards, thus providing a means by which any library in New York State can identify bibliographic and holdings records throughout the State. Once identified, the systems' services provide access to the needed materials or reproductions of these materials.

As a result of the 1984 legislation, the systems completed a data conversion plan for the 1985-1989 period. These plans identify a universe of 96 million monographic holdings records, and approximately 49 percent of these records are now in machine-readable form. These machine-readable records in New York generally conform to accepted standards, existing variously at the State Library, on the MILCS/LIONS database (New York City), on the RLIN database (Stanford University), on OCLC (Ohio), on the UTLAS, Inc. database (Toronto), and in a number of local data files produced by private vendors for contracting libraries in New York. Some 850,000 serials database records, or some 71 percent of the estimated 1.2 million records, are in machine-readable form. Most of these are in OCLC, and serials additions to the RLIN database are expected to grow rapidly.

The library systems, machine-readable database development, and telecommunication programs which underlie resource sharing in New York State have been systematically assisted by studies and evaluations. LSCA funds have underwritten part or all of the costs of such studies as the Peat, Marwick and Mitchell study of the MILCS database (1979); a

Richard Anable plan for a New York State union list of serials (1981); an Online Computer Systems study of communications requirements, technology, and options in the South Central Region (1981); Ralph Shoffner and Regan-Gossage plans for METRO area union list of serials (1983); a union list of serials study by Ralph Shoffner (1984); and a statewide interlibrary loan study (1985). In addition, the 1980-81 Commissioner's Committee on Statewide Library Development made recommendations on expanded use of technology for resource sharing, and in 1987 a State Automation Committee appointed by the Director of Library Development made recommendations for further development. These recommendations appeared in the 1987 report, *Libraries & Technology: A Strategic Plan for the Use of Advanced Technologies for Library Resource Sharing in New York State*. These studies and reports propose that future library automation and resource sharing in New York and elsewhere will be strongly influenced by such elements as:

- large data files
- use of a range of computer sizes from micro to mainframe
- large numbers of computers in use, eventually an average of more than one for each of New York's 7,000 libraries
- distributed rather than centralized systems
- telecommunications networks linking libraries and their various computers and databases
- continuing automation within libraries to the point where all major functions in most libraries will make use of computers and associated technology and
- remote access by library users via home computers or subscription-based videotext terminals and networks.

These developments will affect users as well as libraries. Just as more libraries can afford more computing power, so can their users. Microcomputers will become as ubiquitous as telephones and television sets, and libraries will be expected to offer remote-access services for their users who have computers. Mass marketing of online computer services and of videotext and teletext services will fuel demand for remote access to libraries and information resources. The variety of computerized library systems poses a challenge to all concerned with automation and resource sharing.

Three Automation Action Programs

Automation is an important tool for meeting goals of facilitating resource sharing, statewide access to information, and cost-effective library operations. Three action programs are needed to make effective use of automation:

- Continued development of a statewide *database* of machine-readable bibliographic and nonbibliographic records[1] resident in several computer systems and utilities, with the expectation of linking these regionally, statewide, and nationally;
- A statewide library *network* to link local and regional systems, to provide access to national networks, and to provide integrated services using the library database and communications network;
- A strong and formal automation *consulting* capability within the State Library, and through an informal network of practitioners in the State.

Two basic principles underlie these action programs: (1) State-level services and automation assistance will be provided to programs that facilitate broad regional and statewide resource sharing, and (2) libraries will budget local funds for automated operations, just as they now budget for manual functions and activities. State investment in regional databases and other automation programs, through a combination of LSCA funds and

[1] Including (1) the machine-readable cataloging records of New York State libraries produced by OCLC, RLIN, NYPL, UTLAS, commercial vendors, and local libraries;(2) the complete CONSER file for New York Libraries; (3) index of New York library collection strengths, special collection descriptions, archive descriptions, etc., in searchable form; (4) statewide "community information and referral" data and index, including a directory of non-library expert resources.

State aid, will assist local libraries and systems to mount their own online catalogs and automated systems. The program is also based upon the following assumptions:

(1) There will continue to be diversity in approaches to automation regardless of State policies and regardless of how much public money can be applied to the use of technology.

(2) There will continue to be rapid development in technology: costs will come down, and capabilities at each general cost level will increase.

(3) Technology will become as much a part of everyday operations of libraries as manual systems are now, to the point where, eventually, every library in New York can afford to be part of a totally integrated computer system.

(4) Library users will continue to become more sophisticated in the use of computers, especially microcomputers; eventually most users will make daily use of such computers and will expect some portion of that use to include remote access to library databases, information and services.

(5) There will continue to be State and Federal dollars available at current or somewhat increased levels, and the governments that provide these dollars will expect coordination and cooperation leading to resource sharing.

(6) Continuing and significant changes in technology, political environment, and financial resources available will require modifications to this plan from time to time.

Database Development. As noted above, some 49 percent of the State's monographic and serials holdings records are in machine-readable form. Although resident on several computer systems, these records constitute a statewide database which is growing rapidly and systematically as a result of the 1984 regional databases legislation and LSCA support. Because the size of library holdings and accomplishment in automation vary from region to region, the status of database development varies from region to region. While libraries and library systems in the New York City metropolitan area have been leaders in automation, the sheer size of holdings will require massive work over the next few years. In some upstate regions in which most serials and monographic holdings of public, academic, and special libraries are in machine-readable form, significant work remains to be done to bring into the databases school library systems holdings, government publications, and special collections.

The 1987 *Libraries & Technology...* report further defined the scope of the database and recommended a priority for ensuring a reasonable balance of unique items, scarce items, ubiquitous items, and high-demand items within the statewide database. The Committee and a 1987/88 Task Force also recommended criteria to define reasonable balance to include the likelihood of use of materials represented within databases both locally and for interlibrary loan, the value to the State's program of economic development, the contribution to research and scholarship in all disciplines, and the number of users in all types of libraries. The Committee further recommended that libraries affirm an ongoing commitment from local funds for entry of current materials, cooperate in the maintenance and security of the database, and provide access to materials located in the database within defined performance standards.

The State Library will continue to work with library systems in regional and statewide planning for database development and implementation of the recommendations in *Libraries & Technology*. State aid and LSCA grants will be made for the further development of the database.

Network to link databases. Telecommunication and automation have become intricately dependent upon each other. Computers provide intelligence to communications systems which, in turn, support distributed computer systems and networks. Network designs are no longer predicated solely on centralized facilities, but the state of the

art has not solved the problems presented by totally distributed networks. Thus, for the foreseeable future, networks will be of a "mixed mode" design, including both centralized and decentralized features, as well as providing both "hierarchical" and point-to-point communication among libraries.

Electronic mail is an important telecommunications service in New York State. The first State Library experimentation with electronic mail was through the NYSILL point-to-point message transmission in 1982. In 1985, the State Library began an experimental New York Library Line (NYLINE) information network based on the American Library Association's ALANET service. NYLINE serves some 100 participants, including the 22 public library systems, 9 reference and research library systems, 46 school library systems, and 20 central libraries. Services include direct and group electronic mail, electronic bulletin boards, and access to other electronic message services.

The goals of New York's library telecommunications network are to:

- provide both point-to-point and hierarchical communication among libraries on the network;
- allow unlike computer and application systems to communicate with each other as easily as possible within cost constraints;
- provide communication links to libraries and service suppliers outside the State;
- evolve smoothly and economically to take advantage of advances in technology.

The *Libraries & Technology* report recommended the State Library work closely with national efforts in linking computer systems using the International Standards Organization/Open Systems Interconnection (ISO/OSI) reference model used in "The Linked Systems Project."

The State Library will continue to support development activities related to the network and encourage adaptation of linking systems developed elsewhere. The library will also provide statewide access to the State Library's online catalog, and provide electronic mail, electronic bulletin boards, and forum and group messaging capabilities.

Automation Consulting. Automation has become a dominant factor in library operation and management. It is inherently complex, and its technology changes rapidly.

The *Libraries & Technology...* report recommended increased Division of Library Development responsibility for consultation, training, and providing technical information; the Committee also recommended advanced technology internships and training programs using, for example, video teleconferences and internships.

The State Library automation-consulting expertise and service will be expanded. In addition, there will be the need to draw upon the expertise of automation practitioners and network specialists. The staffs of library systems increasingly include automation specialists who should constitute an important resource for cooperative development and expertise. The SUNY/OCLC network staff and automation specialists in libraries are also an important part of the State's automation talent pool.

Principles Underlying the Program

Experience with automation, with LSCA grants, and with the regional database program has demonstrated the significance of ten principles which will be important in the near future. These principles underlie the subsequent library program objective number (7) for effective use of technology, affirming that the libraries and library systems in New York should:

(1) ensure compatibility of data by adhering to national standards;

(2) build upon machine-readable data already available to decrease costs of data conversion and system implementation;

(3) generate current machine-readable data as a by-product of day-to-day library operations;

(4) target limited state and LSCA funds on projects that encourage resource sharing and demonstrate a strong local and system commitment to automation;

(5) budget local funds for automated library operations just as they now budget for manual functions and activities;

(6) recognize that bibliographic data generated with public funds should be treated as being in the public domain and available for regional or statewide use;

(7) ensure that all types of libraries have equal access to such public-domain bibliographic data;

(8) recognize that each of the major utilities and automated systems will have unique records that will be needed by users of other automated systems;

(9) provide access to the developing national and multi-state networks such as OCLC, RLIN, SOLINET, and WLN; and

(10) recognize that bibliographic database development is not an end in itself, and that the principal goal is to provide access to information resources.

The State cannot underwrite the entire cost of automating libraries throughout the State. The State's limited financial assistance, within priorities outlined, will emphasize planning, initial implementation, and transferability of systems and data. Costs of ongoing automation and operations should be budgeted by each library or library system from its own funding sources. The State supports regional automation programs because they improve services provided by libraries that are members of systems. The State Library and the national networks provide services which are of a statewide nature and which are not practical to provide either regionally or locally.

The vitality of libraries as educational agencies depends upon wise actions by public decision makers and others who provide resources to educational institutions. The American Library Association identifies four realities for educational reform within a learning society. The four realities are:

1. *Learning begins before schooling.*
2. *Good schools require good school libraries.*
3. *People in a learning society need libraries throughout their lives.*
4. *Public support of libraries is an investment in people and communities.*

—American Library Association
Task Force on Excellence
in Education
1984

Constraints on Library Services and Priority Needs

Library services are shaped by laws, funds and funding sources, actions of decision makers who provide resources, and the vision and energies of library policymakers, administrators, and staffs. Services are also shaped by the expectations of users and the people who support libraries. In recent years, services are increasingly affected by technological change. Libraries are confronted by new technology which is fundamentally changing their services and operations. At the same time, they cope with a greatly increased volume of published materials, an expanding variety of forms of media, and increase in the cost of published materials. Rapid advances in computer technology and telecommunications are transforming methods of handling and transferring information. These changes affect almost every aspect of American life and create different expectations on the part of library users.

Technological change and economic factors pose the risk of creating a wide gap between the "information rich" and the "information poor." Libraries provide an opportunity for persons of all ages, ability and economic condition to obtain information, pursue learning, and advance in knowledge.

One of the chief constraints upon library service to millions of people in New York State is the difficulty libraries face in reaching and serving many people who are not now using libraries. Library policies, plans, and services need reevaluation in the light of community needs. In some cases this will require action to meet user expectations; in others it will require action to create or raise user expectations.

Technological changes require library investment in equipment and software for new services, increased attention to in-service training of library personnel, and additional qualified personnel for specialized positions. At the same time, the need for additional staff for traditional services should not be overlooked.

To ensure adequate access to information resources and services for all residents of New York State, libraries and library systems require additional State, local, and Federal support. Although libraries have traditionally offered their services at no charge to users, the cost of providing such new services as computer database searches, is causing a reevaluation of this policy. Static budgets are forcing libraries to spend less on materials as rising costs in other areas absorb larger percentages of their budgets.

In 1986, the total public library expenditure from all sources was $423 million, making the average public library expenditure per capita, exclusive of capital expenditures, $24.10. Per capita expenditure at the local level ranges from $1.13 in Northville (Fulton County) to $154.73 in Shoreham-Wading River (Suffolk County). One out of eight public libraries in 1986 expended less than $8,000 for its entire operation – materials, salaries, utilities, and building maintenance. Many of these libraries, and larger libraries throughout the State, face additional uncertainty and austerity because of the 1986 termination of Federal revenue sharing.

A large number of libraries lack adequate physical facilities. To make libraries accessible to handicapped persons as required by State and Federal law will require remodeling, renovation, and the modification of many buildings. Many libraries require changes to make them more energy-efficient. Many libraries are planning new construction or remodeling, but most lack the funds to build or to make the required modifications. Most of the facilities for institution libraries need improvement.

The State's continuing strong commitment to support of library services can be measured by the major increases in library aid in 1981, 1984, and 1986, the level of support of library systems, and the State aid programs for purposes ranging from preservation of research materials to ensuring availability of health information.

Funding for the Federal Library Services and Construction Act is often uncertain from year to year, is low in relation to need, and is inadequate to meet the goals stated in the statute.

Libraries in New York State operate with a sound legal base. New York State's Education Law and other State laws establish the boundaries within which libraries and systems must operate, the standards and requirements they must meet, and their legal structure. The Federal Library Services and Construction Act and its Federal regulations establish requirements, limit the use of Federal funds to specific purposes, and set general boundaries of use.

Needs: Following are five needs identified in discussions with the Advisory Council:

(1) Improve service, and access to that service, to persons with currently inadequate service;

(2) improve service, and access to that service, for such groups with special needs as (a) economically, educationally, and culturally disadvantaged persons, (b) blind and physically handicapped persons, (c) institutionalized persons, (d) persons who do not speak English or those for whom English is a second language, (e) elderly persons, and (f) preschool children and their parents;

(3) increase efficiency and effectiveness of libraries through resource sharing and the use of technology;

(4) test, demonstrate, and evaluate new services leading to new locally supported services; and

(5) improve the State Library as a development and statewide service agency.

Public libraries are and always have been symbols of continuity and social order. They embody the cultural, social, political and economic history of a society. They transmit the idea, the hopes, the successes and failures of a people. They tell us where we came from and who we are. They are the custodians of value.

—*Marilyn Gell Mason*
in Public Library Finance,
U.S. Department of Education,
1981

Goals

Regents policy on libraries affirms that every resident of New York State should enjoy timely and free access, through local libraries working within library systems, to a full range of informational resources and services, provided without restriction of censorship or violation of privacy.

"Free access" means access without regard to the age, sex, cultural or ethnic background, or other personal characteristics of the user. It means, as well, accommodating disabled persons and others through outreach programs and adaptation of services. In publicly financed and publicly operated libraries, access to informational resources should be provided free of cost to the user, except for modest and equitable fees charged for special service alternatives.

Providing access and services to meet the information, education, cultural, and recreational needs of all the people of the State requires a comprehensive program involving all types of libraries. Different types of libraries have evolved to meet the variety of needs of the State's men, women, and children. These include public, academic (community college, college, and university), school, special (business, government, and organization), and institution libraries. Through systems and networks these diverse resources become accessible to the greatest number of people. The sharing of resources by all libraries (public, academic, school, special, and institution) within the State through local, regional, and State partnerships is encouraged through regional- and state-level system development. Because no single library or region contains everything that a library user might require, the State created and is continuing to develop the New York State Interlibrary Loan Network. Through this network, public, academic, medical, institution and business libraries, irrespective of size or location, have access to library resources throughout the State.

Extending this basic State goal are those more specific purposes stated in the Federal Library Services and Construction Act (as amended by Public Laws 91-600, 93-380, 95-123 and 98-480). The purposes of Title I are: the improvement of public library service and the elimination of inadequacies to those not fully served; improvement of library service in State institutions; expansion and improvement of library programs for the blind and physically handicapped; strengthening of metropolitan public libraries, which play essential roles in regional service; and strengthening the State Library's coordinating, development, and support services.

The purpose of Title II is to assist in the construction of public library buildings.

The purpose of Title III is to establish and maintain local, regional, State, or interstate cooperative networks of libraries for the systematic and effective coordination of the resources of school, public, academic, and special libraries and special information centers.

Although Titles IV, V, and VI are administered directly by the U.S. Department of Education rather than by the states, these programs are important to New York State. Title IV (Library Services for Indian Tribes) grants can assist in the further development of library services on Indian reservations. Title V (Foreign Language Materials Acquisition) grants can assist libraries in New York State when that Title is funded, and Title VI (Library Literacy Programs) grants can effectively strengthen library-based literacy services.

Library planners have developed objectives for these goals. Implicit in the goals are two principles: that the people of New York State may use more than one type of library, and that all libraries are interdependent. Ten objectives are stated and described in the next chapter of this document. They are:

Local Service

Library Systems

School Library Services

Service to Disabled Persons

Use of Libraries as Lifelong Learning Centers

Service for Residents of Institutions

Effective Use of Technology

Preservation of Endangered Library Resources

Physical Facilities

State Library Services

Some factors that influence these objectives are: the priorities of the Regents as related to libraries and cultural education; Federal priorities under the Library Services and Construction Act; library and information needs of users; the status of ongoing programs in their various phases of implementation; and the current economic environment with constraints on local, State and Federal fiscal resources.

Education Department officers and staff review Library Services and Construction Act program documents to ensure coordination between library programs and programs of other educational institutions. As staff of the Office of Higher and Professional Education, the Office of Vocational Rehabilitation, the Office of Elementary, Secondary and Continuing Education, and the Office of Cultural Education participate in such reviews, they provide technical assistance and assist in joint program development. Each library system which receives an LSCA Title I or Title III grant files six-month, nine-month, and twelve-month reports including evaluative information. These reports are reviewed by the Library Development staff (and are available to the Advisory Council, which systematically evaluates a group of projects each year), often in conjunction with site visits. In addition, some projects such as several identified in the chapter, "Library Resource Sharing in New York State and Technological Change," are specifically developed to provide planning and evaluation information. Additionally, in 1987 and 1988 the New York State Library is sponsoring a major study of library systems and services. Results of evaluations are appropriately disseminated. Project reports and the review by the Advisory Council form the basis for the annual narrative report to the U.S. Department of Education. The narrative is also printed in *The Bookmark* and is widely distributed.

Here, then, in the libraries of the nation, we have an existing network spread across the society, stationed in almost every neighborhood, and in the charge of experienced people who have always honored a strong ethic of public service. If the equipment for computerized reference facilities were concentrated in local libraries or, better still for reasons of economy, if every local library were linked to a generously funded regional reference center, this would be the fastest and cheapest way for the general public to gain open access to whatever benefits the Information Age may have to offer.

– *Theodore Roszak*
The Cult of Information:
The Folklore of Computers
and the True Art of Thinking
1986

Ten Library Program Objectives

New York State has an enormous range of library services, resources and operations. Following are ten broad objectives or programs for assuring all residents of New York State convenient free access to library services. The order in which they appear does not indicate priority.

1. Quality service for all persons in their local communities.

The residents of New York State have a right to receive good library service in their home communities. In seeking information, users may start at a number of different points. The usual point of access for the person not enrolled in a formal course of education is a public library or branch library. Students usually turn first to a school or academic library. Serious needs for business, research, or management information are often taken to a corporate library. When each library operated independently, the information seeker had to go from library to library. Today, by channeling materials and information from one library to another, the network of libraries can bring to the local community the resources of libraries throughout all New York State. Providing quality service to all persons in New York State requires both local and State action.

"All" is a key word in this objective. People who govern and operate libraries are increasingly concerned about service to their entire constituency. Public libraries are testing new ways of analyzing community needs, evaluating library services, and planning how to meet the needs of both current users and potential users. Both LSCA- and State-coordinated outreach programs require special efforts for populations at risk and for others who may not have used library services fully in the past. These populations include persons who are economically, educationally, and culturally disadvantaged; persons with limited English-speaking ability; elderly persons; and parents and children who need help in using the library as a door to lifelong learning. Other objectives in this plan deal with such populations at risk as blind and physically disabled persons, adult learners, and persons in institutions.

Those persons who are **economically or educationally disadvantaged**, or who face cultural, physical, or psychological barriers, may need special help in the use of library services. Some 5.6 million persons over the age of 16 in New York State lack a high school diploma or the equivalent. The 1980 Census determined that 13.4 percent of the State's population lives below the poverty level. Economically disadvantaged people are both concentrated in urban areas and scattered throughout suburban and rural areas of the State.

For many New Yorkers, **English is not a first language**. In 1980, more than 20 percent of the 9 million residents of the New York City metropolitan area were foreign born, and some 25 major languages from Arabic to Yiddish are spoken by 30 percent of the residents of that area. Education law recognizes that many school children have limited proficiency in English because of foreign birth or ancestry. The schools provide bilingual instruction to some 112,000 students in 93 languages ranging from Afrikaans and Albanian to Yoruba and Zulu. Library systems directors have identified populations totaling 3.2 million as populations with limited ability in English.

Experts have estimated that some 250,000 illegal aliens in New York State are eligible for amnesty

under the 1986 Immigration, Reform and Control Act, and that 40 percent of these persons are adults who will need English-as-a-second-language and citizenship instruction to qualify for permanent residency.

The **aging** of New York's population poses both a challenge and an opportunity for libraries. New York has an estimated 3.2 million persons 60 or older. The elderly population is growing faster than any other age group. Persons 60 years or older constituted 17 percent of our population in 1980 and are expected to constitute 21 percent of our population in 2010. Aging often results in discrimination in the job market, health and financial problems, and limited social activity. Elderly persons are confronted by new information, recreational, and social needs that can be helped by libraries. Aging also brings new opportunities to use the cultural and educational services of libraries. Libraries are encouraging elderly persons to use services generally available and are adapting services for easy use by elderly persons.

What **parents and children** share before a child enters kindergarten has a powerful effect on the child's future. The extent to which parents introduce their children to books, culture, and learning helps determine lifelong learning habits, attitudes, and skills. Among the most important of the preschool experiences are the development of skills in listening, speaking, and looking that prepare for reading and form the basis for the enjoyment of learning. In our society, most parents work outside the home, so all members of the family and extended family (including grandparents and brothers and sisters) can play important educational roles. The number of teenage parents is growing rapidly and both male and female teenage parents need particular help in carrying the responsibilities of parenthood. Family members set the stage for reading and other learning and provide models of behavior. This family influence in developing attitudes toward learning (often extended by collaboration with day care, preschool, and other community agencies) is important for the prevention of deficiencies in school and beyond. Libraries contribute to preschool learning (1) through the services, programs, and materials that help parents increase their skill and capabilities, and (2) through programs that serve children directly.

Libraries ought to serve both traditional and new users within their total community. To do this they often employ special or outreach techniques for making contact with potential users. The term traditional user has been employed to describe library users in the general population served by a library or library system. Within this population there are people who are considered special clientele (for example, local government officials, operators of small businesses, or persons fluent in both English and other languages) for whom the library may make a special effort.

Library outreach services are programs specifically designed to reach and serve urban and rural persons who may be physically, mentally, or educationally disadvantaged, people who are institutionalized in government or nongovernment facilities; and those people who are isolated by cultural differences and geographical distances. These outreach services generally attempt to restore balance and equity in library service to those people who may have suffered racial and other discrimination.

To implement this objective the State Library, directly or through library systems, will:

a. Provide to local libraries of all types information on the resources available to their users (current and potential) through library networking.

b. Provide materials and services designed to help functionally illiterate persons learn to read and become library users.

c. Provide materials and services to disadvantaged persons

d. Encourage libraries to seek out and serve minority persons.

e. Strengthen services to persons with limited English-speaking ability by continuing to identify such users (and potential users) and

providing programs and resources, including nonprint materials, for their use.

f. Encourage libraries in providing and adapting services for elderly populations.

g. Provide materials and services to help unemployed or underemployed persons, or others in need of such services, with job-hunting and career planning.

h. Encourage libraries to develop and improve services to children and parents, and to cooperate with community organizations, day care centers, schools, and other agencies in extending such services.

i. Increase efforts to reach potential users through effective public relations, library outreach, and cooperation with community organizations.

j. Revise minimum standards for public library service.

k. Provide continuing education opportunities for library staff and/or trustees which will improve service at the local level.

l. Continue to seek legislation favorable to library development in the State.

2. Improved library systems and their resource libraries, and further development of intersystem cooperation, to enable all libraries to serve their users more completely, efficiently, and effectively.

More than 30 years of library system development in New York State, starting with public library systems and reference and research library resources systems, and now including school library systems, have demonstrated the value of building upon the strength of existing institutions, shared development and use of resources, and imaginative program development.

State aid for libraries now totals $70 million, largely supporting systems of libraries. The services, costs, and operations of these libraries and systems are being affected by major changes in the State and by rapid developments in technology. A 1980-81 Committee on Statewide Library Development appointed by the Commissioner of Education established goals for library system development in the 1980s and made recommendations for State policy, resource sharing, funding, and library systems.

A comprehensive evaluation of library systems is expected to be complete by November 30, 1988. This will provide the information base upon which to develop State policy of the next several years. The study should provide a projection of library service needs for the 1990s, an evaluation of the present library systems and the central libraries, and an evaluation of changes predicted as a result of technological developments.

The 1980-81 Commissioner's Committee on Statewide Library Development recommended that systems of all types review and redefine their missions in terms of emerging user needs and technological development. The Committee also defined the following principles for resource sharing:

- Each library in the State should have access to other collections in the State.
- Interlibrary loan and other types of resource sharing are integral parts of library systems and networks.
- Regional resource sharing provides a sound basis for interlibrary loan activity.
- Clear standards for interlibrary loan network performance are needed.
- Communications technology and computer-based data storage techniques should be used for efficient resource sharing.
- Database development should be monitored for adherence to technical standards.
- Access to the several national databases and to the diversity of services they offer is in the interest of New York State.
- A State-supported network should make optimum use of prior public investment in resources and should provide incentives for using nonreimbursed resources and services before turning to reimbursed resources.

- State reimbursement for interlibrary loans is an appropriate mechanism for assuring access to statewide collections.
- Successful resource sharing depends upon the strength of library collections in the participating libraries.

Recommendations based upon these principles include pursuit of interfaces among interlibrary loan networks, redesign of the NYSILL network to accommodate point-to-point access and to distribute loan requests more evenly, and expanded attention to continuing education required to meet the needs of tomorrow's libraries for personnel with the knowledge, competencies, and skills needed to participate in technological development and to provide more responsive library and information services.

The development of a statewide retrospective database of monograph and serial holdings will be accelerated. The New York State union list of serials is being developed as a coordinated statewide program to build a machine-readable database through the CONSER (Cooperative *On*line *Ser*ials) project. The State Library is working with reference and research library systems and major newspaper depositories in a multi-year program to inventory, catalog, and selectively preserve newspapers in the State. This program is supported by a grant from the National Endowment for the Humanities.

Public Law 95-123 amended Title I of the Federal Library Services and Construction Act to earmark funds for the strengthening of public libraries which serve as major urban resource libraries. These libraries fill an important place in the proper functioning of any major system or network. Public libraries in New York State that qualify for assistance under this program are the Brooklyn Public Library, Buffalo and Erie County Public Library, The New York Public Library, Queens Borough Public Library, Rochester Public Library, Onondaga County Public Library (Syracuse), and Yonkers Public Library.

To encourage development of an efficient and effective system of libraries in New York, the State Library will:

a. Provide forums for discussion of the findings of the comprehensive study of library systems and services as a part of planning for library services in the 1990s.

b. Encourage cooperative programs that enable systems to provide needed resources and services to member libraries.

c. Conduct a systematic review of public library system, reference and research library system, and school library system plans of service to examine current practices, update when appropriate, and suggest options for the future.

d. Cooperate with library systems, library educators, library trustee organizations, the Statewide Continuing Library Education Committee, and other appropriate groups to assess continuing education needs.

e. Strengthen major urban resource libraries as Federal funds become available.

f. Continue redesign of the NYSILL program through expanded point-to-point interlibrary loan access and further extend remote use of the State Library's online catalog.

g. Continue statewide automation planning and development as initiated in the 1987/88 *Libraries & Technology...* project, including cooperation with the national databases.

h. Assist in the further development of quality library services through updating of standards for library service; collection development assessment; articulation of public, academic and school library service; and improved reporting on library services.

i. Seek additional State funds for support of library systems and of research collections.

3. Improved school library media service to students and teachers.

School libraries are an integral part of the school program. They support the educational and in-

structional program of the elementary and secondary schools, providing students with the skills and attitudes needed to become lifelong library users. Young people who have the opportunity to read widely in areas of interest to them and at a comfortable level of difficulty can improve their reading, visual, and analytical skills. If children do not learn the techniques of research and inquiry, they will not be able to benefit from the extensive resources of libraries as adults. The goal of lifelong learning and the success of adult independent learners depends heavily on the quality of library experiences in the formative years.

Research verifies that school libraries with professional staff can have a positive effect on student achievement. The continued development and improvement of school library services requires increased Federal, State, and local support for the recruitment and employment of certified school library media specialists to serve students, teachers and administrators in all schools, the acquisition of school library media resources, and the expansion of school library systems. Teachers, who may have many opportunities for helping students develop a love of learning and reading, need the help of school library media specialists (and public librarians). Technology is changing schools and their libraries. Resources in other than print format are an integral and expanding part of the school library media program. Bureau of School Library Media Programs staff and statewide committees are revising the State's school library media standards.

Since 1984, State funds have supported 46 school library systems designed to strengthen individual school library programs and to interact with the established public library systems and the reference and research library resources systems. These systems include both public and nonpublic schools throughout the State.

To improve school library media service the State Library will:

a. Promote the further development of school library systems.
b. Provide consultant services the school library systems in cooperation with the Bureau of School Library Media Programs.
c. Sponsor conferences to promote the integration of school library systems into the statewide network of libraries.
d. Foster cooperation between school and public libraries in appropriate programs of service to children and parents.

4. Improved service to disabled persons.

Physical disabilities affecting vision, hearing, mobility, perception, or learning disability should not limit the quality of library service available to users. Meeting the objective of improved service to disabled persons requires access to information resources in special formats that provide disabled persons with the same wide variety of subjects, points of view, and comprehension levels available to other library patrons. Special equipment (record players, cassette players, reading machines, and low vision aids), special materials (braille, recorded disc and tape cassettes) and the adaptation of physical structures make libraries accessible and useful to disabled persons.

The New York Public Library for the Blind and Physically Handicapped, serving readers in the five boroughs of New York City and Long Island, and the New York State Library for the Blind and Visually Handicapped, serving readers in 55 upstate counties, are the two regional libraries in the State designed to serve disabled users. Public libraries and other local community agencies are important points of contact for this service. They can identify potential users, provide readers advisory services, introduce users to such conventional services as telephone reference, and audio collections, and provide intermediary contact between the local user and the regional libraries. Public library systems can also sponsor such local or regional programs as radio reading service for blind and visually handicapped persons.

The special information needs of disabled persons need to be better understood and addressed

by all types of libraries. Opportunities to learn about these needs must be made available to library staff. Collections should include the special resource materials which persons with impaired vision, or hearing or other physical disabilities, persons with learning disabilities, and their families require to meet daily living needs. Library systems must make commitments to library users with impaired hearing through outreach programs involving staff with special communication skills, special materials, and new telephone/teletype written communications systems.

To meet this commitment the State Library will:

a. Encourage use of regional library services to blind and visually handicapped persons.

b. Strengthen lines of communication between the regional libraries and other libraries, agencies and patrons, and encourage libraries to cooperate with other organizations to extend and improve services to disabled persons.

c. Maintain a full range of services and a strong collection of special media materials for blind and visually handicapped persons.

d. Encourage libraries to provide materials and services to physically, mentally, emotionally, and developmentally handicapped persons.

e. Cooperate with agencies which serve hearing impaired persons to provide to library systems information about deafness and its implications, along with resource materials to help meet the library information needs of persons with hearing impairment.

f. Cooperate with agencies which serve physically challenged persons to provide to library system information about their special needs.

5. Effective use of libraries as lifelong learning centers.

Each year more adults are involved in independent learning to keep their education from becoming obsolete as fields of knowledge change rapidly and as they see a continuing need to improve and increase their knowledge in relation to their jobs. Development of programs such as the Regents College Degree, Empire State College, and the University Without Walls have made it possible to obtain a college degree largely through independent study without attending formal, on-campus programs. Students in these programs are already making added demands on their local public libraries.

Greater numbers of adults are enrolled part time in continuing education programs at secondary and postsecondary levels sponsored by local school districts, BOCES, and two- or four-year colleges. Whether preparing for high school equivalency examinations or enrolled in postsecondary programs, many part-time students find the public library to be an accessible and important resource. Libraries provide programs and resources to persons interested in attaining basic literacy skills, or obtaining career planning and employment opportunity information. These needs are identified and met through Job and Education Information Centers and adult literacy programs.

Since 1984, State funds have been appropriated for Education Information Centers (EIC). New York State has given special attention to the public library as a delivery system for these services. Factors that make the public library a particularly appropriate service delivery point include (1) its neutrality, (2) its established identity as a community information center, (3) its ability to classify, store and retrieve large quantities of information, (4) accessibility, and (5) prolonged hours of service to the general public.

Each of the seven EIC sites serves special populations in addition to serving the general public. Client groups include the economically disadvantaged, dislocated workers, persons whose language is other than English, the rurally isolated, and disabled persons. Thirty-five percent of the persons served enroll in an education program or find employment. LSCA projects involving 47 public library sites provide additional support for adults seeking to further their education. These

centers serve as models useful to other libraries in providing education and career information to adults.

New demands of users are requiring that librarians acquire greater skill and knowledge in assisting learners of all ages. Librarians are aware that, in addition to people currently using libraries, many more could benefit from library services. Objective 1 outlines action to improve and expand services to children and parents. To meet demands and reach new adult users the State Library will:

a. Encourage public libraries to serve all levels of adult readers, from basic literacy students to post-graduate independent learners.

b. Provide technical and consultant services to public libraries, emphasizing staff development and continuing library education directed at improving adult services and reaching additional users.

c. Encourage cooperation among libraries and other cultural and educational institutions and community-based organizations.

d. Identify and secure additional sources of funding to assist local libraries to improve and increase services to adult learners.

e. Seek State support to expand the EIC program while continuing to use LSCA funds to support the program.

f. Seek State aid funds to expand public library services that assist adults to increase their literacy skills.

6. Development of library service to residents of institutions.

Institutionalized persons need convenient free access to library services to meet their needs for information, education, and recreation. Most institution libraries need additional resources to help residents adjust successfully to self and society. Most institution residents have no direct access to libraries serving the general public. Institution residents also have special needs and interests and require specialized library materials and services, including materials in Spanish and other languages and in nonprint formats. Institution libraries need strong support from public library systems and member libraries, and they need the capability to tie into NYSILL and other networks.

Special State appropriations for institution library service have been used to assist public libraries in providing additional service to residents of local institutions, including "books-by-mail" programs and interlibrary loan. In 1984, legislation authorized State aid to public library systems that provide services to State-operated correctional facilities. LSCA Title I grants to public library systems have enabled those systems to extend service to other types of institutions, including Division for Youth centers. In addition, LSCA grants to the State agencies operating institutions for youth and adults have enabled the Department of Correctional Services, the Office of Mental Health, the Office of Mental Retardation and Developmental Disabilities, and the Division for Youth to plan, develop, and provide services to residents.

For the past several years, the number of men and women incarcerated in correctional facilities in New York has grown rapidly, and experts in the criminal justice field do not anticipate an abatement in this growth. In December 1987, 36,500 persons were residents of State correctional facilities. Exponential growth has resulted in a number of new facilities, planned, in construction, or completed, and has brought about pressures to increase vocational, educational, and recreational programs for the inmate population. Over half of this population is under 30; nearly 80 percent have less than a high school education. Nearly 97 percent of the inmates are male. Half are black and 30 percent are Hispanic.

College study programs are available in virtually every State correctional facility. In the fall of 1984, 24 colleges offered more than 500 courses with an unduplicated enrollment of over 10,000 in State, Federal, and local correctional institutions. In the spring of 1985, more than 3,000 inmates of State correctional facilities were enrolled in two- or four-year degree programs. Nearly 240 certificates and

some 350 degrees were awarded to inmates of State correctional facilities in 1984-85. Clearly, library services will become more important as these education programs grow.

The Office of Mental Health operates 33 psychiatric facilities, serving more than 22,000 inpatients and 71,000 outpatients. Patient library programs have become increasingly integrated with ongoing treatment services, acting as an enhanced therapeutic agent by providing stimulative and interactive programming on the wards as well as in the library. Patient libraries are also serving as information, educational, and cultural centers, assisting patients with developing skills necessary for a successful re-entry into the community. LSCA grants have provided facility librarians, as part of the professional treatment team, with skills and resources for providing bibliotherapy programs to patients on the wards as well as in the library. In addition, LSCA funds have demonstrated the use of the patient library as a multi-media center for self-instruction and survival skill-building; this concept is currently being expanded at the Willard and Bronx Psychiatric facilities where the libraries' Mental Health Information Resource Centers are preparing them for self-sufficient living in the community. Libraries are empowering people.

An effective program for institution library service will require stronger support from the agencies which administer the institutions, staffing at the institution level, and full participation by institution libraries in the mainstream of library networking.

The State Library will:

a. Provide staff assistance and consultant service for the planning and development of institution library programs, emphasizing basic support from the agencies which administer the institutions and backup services from the agencies and library systems.

b. Provide information on effective institution library services and disseminate information through conferences and workshops.

c. Encourage public library systems to provide services to institutions and encourage public libraries to reach out to formerly institutionalized persons who have re-entered society.

d. Advocate appropriations to State agencies for improving literacy resources and services.

e. Seek additional State funds for further development of institution libraries.

7. Effective use of technology to improve services and efficiency.

Rapid technological change has affected and will continue to affect all aspects of library services. Basic to the application of technology to library operations is the conversion of library catalogs to machine-readable format. Once library catalogs have been converted, automated acquisitions, accounting and circulation subsystems may be added to create an integrated system for collection management. Such a system may serve an individual library or a library system.

Today's communications technologies and computer-based storage and retrieval techniques make possible more rapid and efficient resource sharing. For resource sharing purposes, integrated library systems should be linked to create a logical statewide network that should, in turn, be linked to national networks such as RLIN and OCLC.

As the initial move in building such a computer-based statewide network, Federal and State grant funds are being used for conversion of bibliographic records to machine-readable form, for technologies that provide access to these records, and for regional automation planning. The State Library works with the libraries and library systems of New York State to achieve the greatest economies and benefits from the use of this funding and to make certain that compatible systems for resource sharing are developed.

A Statewide Automation Committee has developed a plan to establish direction for future statewide technological development and to assure efficient use of limited resources. The plan, issued

in May 1987, is *Libraries & Technology: A Strategic Plan for the Use of Advanced Technologies for Library Resource Sharing in New York State*. A Phase II Committee and three task forces are now working on developing implementation strategies for the 20 recommendations included in *Libraries & Technology*.

The Phase II Committee is recommending to the Division of Library Development an overall plan and budget for working with those recommendations not assigned to any of the task forces. The Criteria Task Force is working with the issues involved with the development of the database. The Telecommunications Task Force is addressing the need for efficient and cost-effective communication between and among computer systems. The Linkage Standards Task Force is working to assure that effective linkages can be established among disparate computer systems.

To carry out the plan as presented in *Libraries & Technology*, the State Library will:

a. Assist cooperative regional planning that supports resource sharing and services.

b. Promote the linking of the various automated (and generally dissimilar) library applications in the State, providing access to bibliographic and holdings records throughout the State.

c. Further develop machine-readable bibliographic and locator files for monographs and serials.

d. Sponsor appropriate studies to plan and design the technological component of a coordinated resource sharing and document delivery system and conduct a pilot test of such a system.

e. Integrate LSCA funds, State aid for regional bibliographic and database development, and other resources effectively.

f. Encourage and assist libraries of all types to make appropriate use of computers, including the experimental use and testing of new technological applications.

8. Preservation of endangered library resources.

The materials that libraries use to serve their readers are deteriorating at an alarming rate. This deterioration endangers information important to today's library users and to those of future generations. Since the mechanization of papermaking in the mid-19th century, materials and processes that tend to produce acidic paper have been predominant. As a result, books, journals, manuscripts, and other paper-based materials may begin to show signs of serious deterioration as soon as 15-20 years after publication. Surveys of collections in comprehensive research libraries indicate that one fourth to one third of the volumes are already brittle – that is, the paper breaks after one or two double folds of the page corner.

New information formats such as magnetic tapes, video cassettes, optical or video disks, have provided new ways for libraries to serve their readers, but they have not solved the problems of preserving the information they contain. These new technologies are subject to their own types of deterioration, and cannot be relied upon to preserve information for future generations.

The New York State Legislature in 1984 enacted legislation providing State aid funds for conservation and preservation of endangered library materials in 11 comprehensive research libraries in the State, and for preservation of materials with significant research value in other libraries and agencies.

Intervention to save deteriorating library materials may take the form of complex treatments to deacidify paper before it becomes brittle, or reformatting the information onto a more stable medium such as microfilm or microfiche, among other options. While such actions produce visible and dramatic results, attention to the environmental conditions under which materials are stored, disaster preparedness, and training of library staff and readers in the proper care of materials are equally important to long-term preservation of collections. Projects that address these and other stabilization activities are also funded through State aid grants.

The Division of Library Development has a conservation/preservation program staff supported in part by a grant from the Office of Preservation of the National Endowment for the Humanities (NEH). This staff cooperates with libraries and other agencies, including the State Archives, concerned with the preservation of library and other research materials. In addition, the Division of Library Development coordinates New York State's participation in the United States Newspaper Project (USNP), also funded by NEH. This ongoing project will develop a comprehensive database of newspaper titles, as well as provide for the microfilming of selected titles.

To meet the need for technical and other assistance to libraries, the State Library will:

a. Provide technical and consultant services to libraries and other agencies on conservation/preservation planning and action;

b. Encourage development of regional and statewide strategies for preservation and disaster preparedness;

c. Develop preservation education and outreach programs;

d. Support the conservation and preservation of library research materials through State aid programs;

e. Seek additional State funds for the conservation/preservation of library research materials.

9. Construction and renovation of library facilities to improve service in systems and member public libraries and to provide access for physically handicapped persons.

Many library buildings are too small or are outdated. Changes in service programs and information technology are creating demands that existing library buildings lacking space, flexibility, adequate electrical wiring, and climate control cannot meet. Library buildings generally need modification to make them energy efficient and to remove architectural barriers that limit access by persons with physical handicaps, and to accommodate new technology.

Data supplied by public libraries in 1987 indicate that it would cost a minimum of $120.4 million to provide adequate public library physical facilities throughout the State. State-level and system-level planning in relation to physical facilities is in place to gain maximum value for construction expenditures and avoid possible overbuilding. State legislation in 1984 authorized State aid for public library construction, renovation, and modification of public library buildings, and the Legislature appropriated funds for the program in 1984 ($3 million) and 1986 ($2 million). Both State and Federal funds will be required to narrow the gap between need and present inadequate facilities.

To overcome the problem of inadequate facilities the State Library will:

a. Conduct an annual construction needs assessment within the State.

b. Continue the State-level and system-level planning process to gain maximum value from construction expenditures.

c. Use Federal LSCA Title II and other available funds to assist library construction and renovation.

d. Seek appropriations for State aid for library construction, renovation and/or modification of public library buildings.

10. Strengthening of the resources and services of the State Library to assure (a) the highest quality reference and research library service to the Executive, Legislative, and Judicial branches of State government; (b) efficient and effective interlibrary loan, networking, support and specialized library services to libraries and clienteles; and (c) planning, coordination, leadership and State financial participation in the provision of library service to all the people of New York State.

Effective access by all State residents to information resources requires coordinated planning, the full use of sophisticated technology, an administra-

tive center for the statewide information and interlibrary loan network, strong collections of information materials, well-educated staff, and flexible staffing patterns. Each level of library service responsibilities must be identified and the State Library should assist in this process. The relationship of individual libraries to regional networks and the role of regional networks in statewide resource sharing requires definition and coordination at the State level.

Development and improvement of library services statewide requires consultant, specialist, and administrative staff in the Division of Library Development and the Administration Unit for work with libraries, systems, networks, government agencies, professional organizations, and users. The State Library agency must strengthen its capacity in the collection and analysis of statistics for measurement and evaluation, develop appropriate continuing education programs, and develop effective communication with all types of libraries and organizations concerned with library, information, cultural, and educational services.

For the Library, priority is given to those programs and services which it can uniquely provide as the research library for the government and people of the State, as a statewide resource and administrative center for the interloan network and as a regional resource for the blind and visually handicapped.

For the Division of Library Development, priority is placed upon the provision of staff with special skills capable of providing services usually not found at, or appropriate to, local or regional levels of service. Library Development staff provide leadership and support in areas such as organization, management, planning, evaluation, technology, continuing education, and service to special clienteles.

To implement this program, the State Library will:

a. Use the State Library collection, the resources of 13 referral libraries and a computer-based telecommunications network to improve statewide interlibrary loan network performance and to fill requests not satisfied by regional systems.

b. Increase collection and staff strengths at the Library, which will ensure timely and effective response to interlibrary loan requests.

c. Use new techniques to improve library and network performance and provide access to a full range of information resources (including computerized databases).

d. Provide consultant service and staff assistance for planning and development of library services.

e. Support statewide public information programs designed to increase awareness of library services.

f. Seek State funds for services heavily dependent upon LSCA funds.

Our common vision of networking is an environment in which libraries can provide each individual in the United States with equal opportunity of access to resources that will satisfy their and society's information needs and interests. All users should have access on a timely basis to the information they require without being faced with costs beyond their own or society's means.

To realize this vision, there must be technical and intellectual sharing of resources between the public and private sectors; local, state, and federal governments must fulfill their various responsibilities to individuals and society; and the diverse missions of the several types of libraries must be accomplished. As this vision becomes a reality, there will emerge a diverse but coordinated structure of networks rather than a monolithic one. Active research, rapidly developing technology, collaborative leadership, common standards, and shared communications will provide means by which the system will be further shaped as an interlocking series of local, state, regional, national, and international relationships that are capable of serving the nation's information needs.

—Network Advisory Committee
Library of Congress
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